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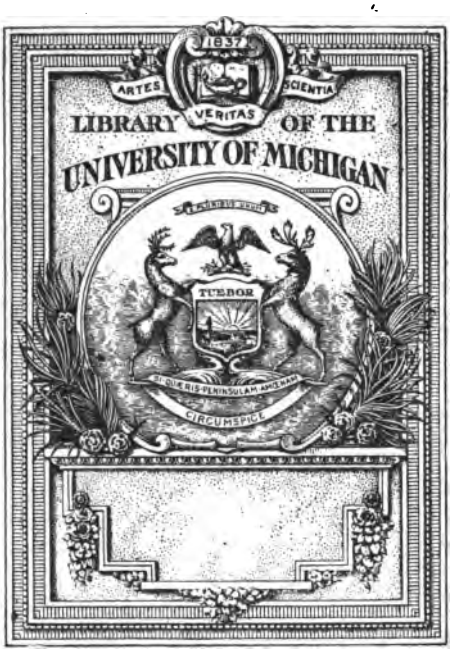
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THE WAR PROGRAM OF THE STATE OF SOUTH CAROLINA

A REPORT

PREPARED AT THE REQUEST OF

GOVERNOR RICHARD I. MANNING
THE STATE COUNCIL OF DEFENSE AND
THE STATE BOARD OF CHARITIES AND CORRECTIONS

By HASTINGS H. HART, LL.D.
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THE RUSSELL SAGE FOUNDATION
130 EAST 22ND STREET
NEW YORK CITY

FEBRUARY, 1918

PREFATORY NOTE

This report, containing a suggested "War Program," was formulated by Hastings H. Hart, LL.D., director of the Department of Child-Helping, of the Russell Sage Foundation, New York City. It is based upon a first-hand study of the various public and private agencies referred to, and of the war conditions under which they are now operating, undertaken at the request of Governor Richard I. Manning, the State Council of Defense and the State Board of Charities and Corrections.

Because of the necessities existing in South Carolina for the enlargement of social service and welfare work, not only for the present responsibilities of caring for those who have offered their lives on the battle lines and of the dependents who remain at home, but as an incentive for permanent material progress in this field of service, the report is published under the authority of the Governor and the two State agencies at whose request the study was made.

A Suggested Program for the Executive State Council of Defense of West Virginia

A Social Welfare Program for the State of Florida

The War Program of the State of South Carolina

10 cents each

RUSSELL SAGE FOUNDATION

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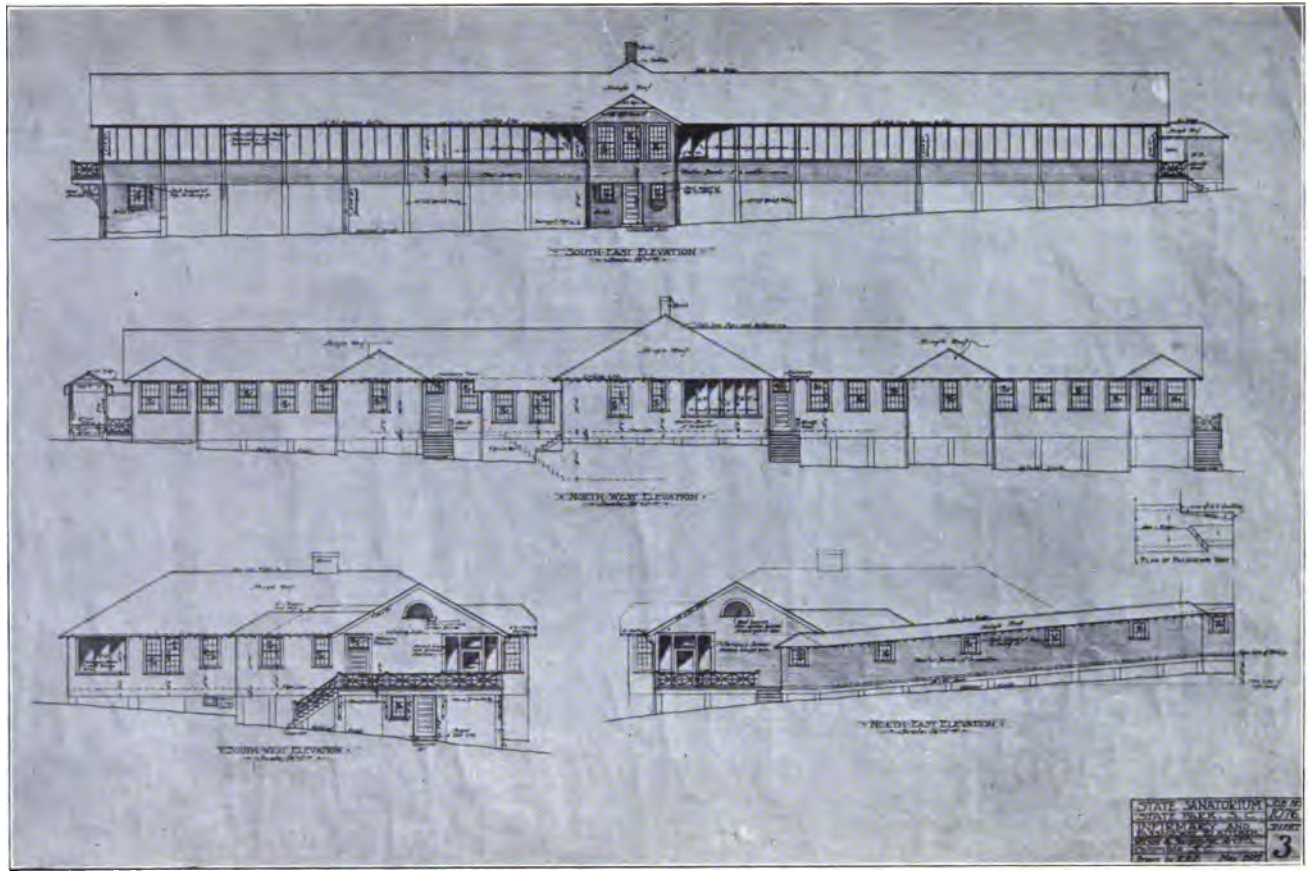


THE NEW SOUTH CAROLINA TUBERCULOSIS SANATORIUM. (See page 24)

The War Program of the State of South Carolina

To His Excellency, Richard I. Manning, Governor; The State Council of Defense; and The State Board of Charities and Corrections:

Gentlemen:

In accordance with your request I have made such a study of the social agencies and institutions of South Carolina as could be accomplished within the short period of two weeks, and I submit herewith the facts which I have ascertained, together with my conclusions respecting them.

In the pursuit of this study I had personal conferences with the Governor, officers of the State Council of Defense, the President of the Woman's Council of Defense, and the Chairman, Secretary, and other members of the staff of the State Board of Charities and Corrections, the Executive Secretary of the United States Food Conservation, and the heads of the Medical Department and the Mustering-in Office at Camp Jackson. I met several groups of representative people for conferences and conferred with numerous individuals with reference to the social work of the State.

INSTITUTIONS VISITED

I visited 30 public and private institutions, as follows:

The South Carolina Hospital for the Insane at Columbia
The Branch Hospital for the Negro Insane at State Park
The Confederate Infirmary of South Carolina at Columbia
The State Tuberculosis Sanatorium at State Park
The South Carolina School for the Deaf and the Blind at Cedar Springs
The South Carolina Industrial School at Florence
The State Reformatory for Negro Boys near Columbia
The South Carolina Penitentiary at Columbia
The Reed Farm for State Prisoners near Camden
The De Saussure Farm for State Prisoners near Camden
The Charleston County Jail at Charleston
The Charleston City Police Station
The Greenville County Jail at Greenville
The Greenville City Police Station
The Hopewell Tuberculosis Sanitarium at Greenville
The Greenville County Home (Almshouse)

The Charleston "Old Folks' Home" (for Negroes)
The Charleston City Home (for whites)
The Charleston Orphan House
The City Orphan Asylum, Charleston
The Jenkins Orphanage (colored), Charleston
The Connie Maxwell Orphanage, Greenwood
The Epworth Orphanage, Columbia
The Rescue Orphanage, Columbia
The Detention Home, Columbia
The Florence Crittenton Training School, Charleston
The Salvation Army Rescue Home, Greenville
The Door of Hope, Columbia
The William Enston Home (for old people), Charleston
The Community Club (for soldiers), Charleston

THE MOBILIZATION OF 1917

South Carolina has already filled her quota for the regular army, the conscripted army, and the naval service. She has sent forward her contingents for the ambulance service, the nursing service, the Young Men's Christian Association and the Young Women's Christian Association. She has enlisted a splendid corps of men and women in the State Council of Defense and the county and local auxiliaries. She has enlisted the farmers to increase her production of cotton, and to multiply the quantity of food stuffs. She has enrolled her boys and girls by thousands to increase production by corn clubs, pig clubs, canning clubs, and scout organizations. She has induced her citizens in city and country to pour out money without stint for the Red Cross, the Young Men's Christian Association and the Liberty Loans. She has carried on a vigorous propaganda for patriotism which has reached into every hamlet in the State. She has enlisted her churches and her social organizations in welfare work for the soldiers in the training camps. She has abolished for the most part the saloons and haunts of vice. She has established community clubs for the soldiers and houses of entertainment for their visiting friends. She has aroused a splendid co-operation in these activities between the white and black races.

When the history of the mobilization of 1917 is written it will probably appear that no state of the Union was more prompt or

more efficient in responding to the call of President Wilson for the organization of its forces for the national service, notwithstanding the fact that the Legislature had adjourned and no state appropriation could be secured for carrying on the work.

Not since the Civil War has there been such a manifestation of fixed and universal purpose to accomplish a great end. While other states may be in doubt as to the united loyalty and the complete consecration of their people there is no such doubt in South Carolina. Men, women, and children, white and black; the press, the pulpit, the college, the public school, the women's clubs vie with each other in loyalty, in self-sacrifice, and in determination to win this war for the freedom of the world.

South Carolina's War Governor

South Carolina is to be congratulated upon the leadership of her war governor. Even before the declaration of war he was in Washington advising the President to begin immediately to develop the army and navy to the highest state of efficiency. His interview was quoted widely through the country. Immediately after the declaration in April, he issued a proclamation calling upon the people of the State to organize for war work.

In June, he appointed a State Council of Defense, and from the start he has made constant efforts to increase the efficiency of his State and to bring into action every possible force which can be utilized for the service of the country. At the same time he is guarding with fidelity the interests of the children, the sick, the insane, the feeble-minded, and the prisoners of the State, and he is so directing the activities in behalf of soldiers and their families that there will be a salvage from those activities at the close of the war for the benefit of the civilian population of the State.

The State Commission on Civic Preparedness

In April, 1917, immediately after the declaration of war, Governor Manning issued a proclamation calling upon the people of the State to organize for the national service. A meeting of representative citizens from all parts of the State was held at Columbia, and steps were taken to establish an organization in every county, auxiliary to the general state organization which was known as the State Commission on Civic Preparedness.

The Commission immediately inaugurated a movement to

stimulate patriotism throughout the State. At the request of the Commission the Governor appointed a committee of nine prominent Negroes to organize a committee in every county.

The Governor and the State Commission on Civic Preparedness made a campaign to induce farmers to raise their own foodstuffs instead of importing them from other states, resulting in a large increase in the food crops of 1917. Efforts to stimulate canning and preserving and to diminish waste through the instruction of housewives and school children resulted in an enormous increase of canning and preserving and eliminated much food waste.

The South Carolina State Council of Defense

The South Carolina State Council of Defense, although it has worked without any state appropriation, has reached an extraordinary degree of efficiency, eliciting the praise of the Secretary of War and the Chief of the State Councils Section of the Council of National Defense. Secretary Newton D. Baker said in a letter dated January 7, 1918: "The South Carolina Council of National Defense is ranked by the State Councils Section of the Council of National Defense as among the very first of the entire Union, because of the variety and value of its activities, the closeness of its co-operation with the National Council and the thoroughness of its local organization."

In June, 1917, the South Carolina State Council of Defense was organized and it soon developed into an active working body whose efficiency may be judged from the fact that an article in the Century Magazine for December, 1917, on the work of state councils of defense contained a map which showed that South Carolina was one of five states in the Union having a complete state and local organization when the article was written.

The scope of the Council is indicated by the following list of its committees:

Executive and Finance
Publicity
Audit
Research and Education
Co-operation of Activities of Patriotic Organizations
Co-operation with Negro Organizations
Legislation

Military Matters
Production and Conservation of Food Stuffs
Transportation
Industries
Labor
Medicine and Sanitation
Alleviation of Distress Caused by Enlistment

The Council worked under difficulties, having no State appropriation because the Legislature adjourned before it was created; consequently it had to work on funds borrowed for it by the chairman. The newspapers furnished publicity without limit.

A state-wide campaign of patriotic meetings and educational and inspirational addresses was undertaken in every county. The goal aimed at was to hold such a meeting in every school district in the State, and, through the co-operation of the county chairmen and their organizations, this object has practically been attained. More than 200 leading men volunteered their services as speakers in this campaign of education. The Four Minute Men were organized to address audiences throughout the State, and more than 40,000 people have been reached through slides furnished to the moving picture houses.

The Council issued and circulated 8,000 copies of "A Hand-Book of the War." A representative of the National Council declared this Hand-Book to be the best issued by any state in the Union, and described it as "a War Bible which should be on the center table of every home in America."

The Council took up and developed the work which had been begun by the State Commission on Civic Preparedness for food conservation and food production, and developed it to a high degree of efficiency. A state-wide propaganda was undertaken, in co-operation with the Farm Demonstration Bureau, for an increase in the wheat acreage and hog production, and a movement for increasing the reclamation of waste material or junk, both in the factories and on the farms, was started.

The Negro committees are being efficiently organized in each county and an amount of active co-operation is being secured which is surprising and is highly creditable to the Negro race.

Under the head of Co-operation, the State Council of Defense has done splendid team work with the Council of National Defense, the War Department, the United States Food Administration, the Woman's Council of Defense, the State Board of

Health, the State Board of Charities and Corrections, the State University, the South Carolina Anti-Tuberculosis Association, the Farm Demonstration Bureau, the churches, and the civic and philanthropic organizations throughout the State.

In local districts, the State Council has enlisted the active co-operation of county committees, county superintendents of schools, school teachers, school children and other patriotic citizens. In its report for the half year ending December 31, 1917, the Council said: "There is a county chairman in each county at the head of the work, with subordinate committees radiating through nearly every township and school district. There are at present between 2,000 and 3,000 men available throughout the State for any work that the National Council or the State Council wishes to do."

The State Council of Defense has developed its activities in every way which seemed likely to promote the efficiency of the State in doing its part toward the winning of the war. They secured relief of National Guard soldiers from duty at railway bridges. They assisted recruiting officers in increasing the number of applications for the officers' training camps from 200 to 1,000 applications. They joined with the State Board of Health and the Anti-Tuberculosis Association in a movement to look after drafted men, rejected on account of tuberculosis, so as to fit them for future service, at the same time taking into account the general tuberculosis situation.

The State Council had a large share in the splendid movement by which the South Carolina subscriptions to the second Liberty Loan became greater in proportion to the quota allotted than in any other all-cotton state. The Council of National Defense wrote in November, 1917, saying: "We are particularly anxious to have as full an account as possible of the activities of the South Carolina Council of Defense in the Second Liberty Loan campaign . . . probably it played a more important part relatively to the campaign than any other State Council in the country. . . Will you advise us, therefore, concerning the scheme of organization, your publicity activities, the work which was done with individuals, and any special features of your campaign?"

There is no flagging in the energy of this splendid organization. They are looking forward to further increase in food production and to far-reaching plans for the benefit of returned soldiers and their families, and they are already preparing for the

next Liberty Loan draft. They fully justify the statement of the National Council, October 29, 1917: "The impression in this office is now to the effect that no southern state gives greater encouragement than South Carolina in the management of its Council of Defense."

The Woman's Council of Defense

The Woman's Council of Defense has not been less active than the Men's Council. Under the leadership of their Chairman, Mrs. F. Louise Mayes, the Council has enlisted the active co-operation of 21 organizations: the Federation of Women's Clubs, philanthropic organizations, church organizations, and so forth. Forty-one of the 45 counties of the State have been well organized. Each county unit has a county chairman who has a council of township chairmen. The county chairmen, with the chairmen of the several private organizations, make a state council.

They took up the matter of food conservation, not only by carrying out the recommendations of the United States Food Administration, but also by a vigorous propaganda of their own, following up the wheatless and meatless days by recipes to produce an appetizing diet. They worked efficiently through the women's home demonstration agents for the organization of girls' and women's clubs for the promotion of gardening, poultry raising, canning, and household science. These efforts resulted in an extraordinary expansion of gardening, canning, and fruit drying, together with a great increase of conscience with respect to the economical use of food. They encouraged the women to exhibit their products at the county fairs.

The Woman's Council of Defense sold Liberty Bonds and distributed large quantities of patriotic literature. They worked actively for the establishment of a community house in each cantonment city for the enlisted men. This was done by the "Service League" which was established before the war. The writer visited the community house in Charleston, which is as attractive and well furnished as the average social club house.

The Council has been successful in stimulating the active interest of the colored women throughout the State. They have also succeeded in interesting the thriftless women of the mill villages in gardening and canning and have thus greatly improved their condition. The boys and girls were enlisted and became active promoters of the work of food conservation.

The Woman's Council of Defense has become the clearing house of the women's activities for the war. It is to be anticipated that these activities will not cease when the war ends but that the women of the State will continue to work together for social betterment through the coming years.

The women of the State are also taking an efficient part in the Home Service work of the local chapters of the American Red Cross for soldiers' families; and some of them are taking special training for it. It is under the direction of trained experts, and it is to be expected that the knowledge and experience acquired in home relief will tend to improve work in behalf of needy families in South Carolina for all time to come.

Conduct of Soldiers in Training

In visiting Columbia, Greenville, and Spartanburg the observer could not fail to be impressed with the splendid behavior of the soldiers under training in the cantonments. The writer spent eleven days in South Carolina. He saw thousands of soldiers and officers, in camp, on city streets, in places of amusement, on trains, in sleeping cars and dining cars, in street cars, in churches, and hotels, but he did not witness a single case of misconduct or rowdyism or quarreling. He saw but one soldier who appeared to be under the influence of liquor. The men were invariably courteous and well behaved. They were better behaved than the average traveling college man, and much quieter than any traveling foot-ball team. This experience agrees with that reported by other observers.

This happy condition is due, first, to the general good character of the men; second, to the good discipline maintained by their officers; third, to the good effects of state prohibition in removing the temptation of drink; fourth, to the closing up of vicious resorts by local authorities; fifth, to the work of the Young Men's Christian Association, the Young Women's Christian Association, and the Commissions on Training Camp Activities; sixth, to the work of the women and public spirited citizens in providing wholesome recreation, community clubs, canteens, and social opportunities for the soldiers; seventh, to the action of churches in welcoming the men to their public services and to the homes of their people, and in throwing open their buildings for rest rooms, writing rooms, and recreation.

THE FUTURE PROGRAM FOR THE WAR

The preliminary work of the first nine months having been so well done, the time has now come to make plans for the more serious work which remains to be done during the rest of the war. We now see clearly that we must make plans looking to a possible continuance of the war for three years longer and it is time to take account of stock and see what will be the demands upon the State and what are its resources for meeting those demands.

The first demand upon the State will be to meet its obligation toward the soldier and the sailor in the training camps, on foreign service, and after his return. The Federal Government will care for the soldier to a large extent, but the State will find work to do both for the absent soldier and for the returned soldier, just as it has already found work to do for the soldiers in the training camps. The Federal Government will probably make provision for the care and vocational training of crippled soldiers, but it is probable that the care of the insane, the tubercular, and the convalescent will fall upon the State.

The second demand upon the State will be to meet its obligation toward the soldier's family and the soldier's children. The American Red Cross has undertaken to raise the funds and to direct the work of the local chapters in the "home service" for soldiers' families, but it will be dependent upon the people of the State to furnish volunteer workers who are willing to take training. It will be necessary also for the people to contribute from time to time to the Red Cross funds.

The third demand upon the State will be for men and women, sound of body and mind, capable, efficient, and reliable, for the Army, the Navy, the air fleets, the ambulance and motor service, the engineering corps, the medical staff, nurses, telephone girls, stenographers, workers for the Young Men's Christian Association and the Young Women's Christian Association, workers for the relief of families and children, and for reconstruction in the devastated districts.

If the United States contributes to the man power of the war as freely as Canada, we shall furnish more than 5,000,000 recruits for these different lines of service; that will mean one in 18 of the

population, and on that basis South Carolina's share will be more than 90,000. It is of the utmost importance that these recruits shall not only be physically fit but that they shall include men and women competent for leadership, and that the men, as a whole, shall excel in spirit and intelligence. It becomes important, therefore, to consider every agency and every means which can contribute to this end—education, training, health measures, and patriotic propaganda.

The fourth demand upon the State will be for material resources: money, cotton, raw and manufactured, and food stuffs. To this end there must be a vigorous continuance of the methods which have been so successfully pursued during the past nine months. The activities of the State Council of Defense, the Woman's Council of Defense, the Food Conservation, the canning clubs, corn clubs, pig clubs, the Home Demonstration Committee, and all of the county and local committees of men and women, white and colored, must be continued and, if possible, made more efficient than ever.

This study of the war work and social work of South Carolina has strengthened the conviction, formed from similar studies in West Virginia and Florida, that the war activities of the State are necessarily and inseparably involved with its social activities; and, further, that it is possible for the State so to direct its war work in production and food conservation, in guarding the health and morals of the soldier, in the care of invalid, crippled, and insane soldiers, and in the training of youth for patriotic service as greatly to improve the quality and efficiency of the social work of the State for all future time.

THE STATE BOARD OF CHARITIES AND CORRECTIONS

The Legislature of 1915 created a State Board of Charities and Corrections. It is strictly an advisory board, with power of visitation and inspection of all of the charitable and correctional institutions, public and private, in the State of South Carolina, but without administrative or executive power. Plans for jails, reformatories, and almshouses must be submitted to the Board for suggestions and recommendations before being adopted. It appoints a local committee of visitors in each county. It is required to collect, compile, and publish statistics regarding the depen-

dent, defective, and delinquent classes both in and out of the institutions of the State.

The Board has already become an active instrument to promote the efficiency of the State in the war.

The Board is required to investigate the financial condition of all applicants for beneficiary scholarships and free tuition in the state educational institutions, and to recommend to the trustees whether such students shall be required to pay tuition. It is also required to investigate the financial condition of inmates in the State Hospital for the Insane, and to determine whether they shall be treated at the expense of the State or required to pay.

The State is to be congratulated upon the wisdom and discretion with which the State Board of Charities and Corrections has taken up its work. It appointed a trained secretary and competent assistants, and already its helpful influence is being felt in every department of philanthropic activity, and the efficiency of public and private philanthropic work is steadily increasing under its guidance. The recommendations of the Board are sane and practical, and are commending themselves to the good judgment of the Governor and the Legislature.

The State Board of Charities and Corrections undertook first a study of the public institutions and agencies and the public policy of the State with reference to its social institutions. They became acquainted with the officers and trustees of the institutions and are gradually winning their confidence and good will. They advocated practical reforms and did not undertake to revolutionize the institutions of the State.

In their first annual report they recommended a study of the problem of feeble-mindedness. The Legislature made provision for such a study which has been carried on for two years under a competent expert. This study demonstrated the urgent need for provision for the feeble-minded, and as a result the Legislature of 1918 has appropriated $60,000 for the creation of a custodial training school for the feeble-minded.

In their second annual report they proposed a "thoroughgoing study of the juvenile problems of the State," and they are now in a position to make some definite and intelligent recommendations on that subject.

The Secretary of the State Board of Charities and Corrections has furnished the material for the following statement, exhibiting

the expenditures of the State for charitable and correctional purposes during the year 1916:

STATE EXPENDITURES FOR SOCIAL INSTITUTIONS AND AGENCIES

	Building and improvements	Current expenses
Confederate Home College	..	$2,000
School for Deaf and Blind	$14,160	37,000
Scholarships, etc., Deaf and Blind	..	740
Confederate Infirmary	..	15,470
State Tuberculosis Sanatorium	4,980	8,640
State Hospital for the Insane	171,640	360,500
South Carolina Industrial School	21,220	28,580
State Penitentiary	..	76,260
Total for institutions	$212,000	$529,190
State Board of Pardons	..	$100
Legislative Committee on Institutions	..	180
State Board of Charities and Corrections	..	11,390
State Board of Health	..	36,960
Pensions for Confederate Veterans	..	294,030
	$212,000	$872,660
Grand total	..	$1,082,850

While the expenditures stated above are fairly liberal in their provision for the Hospital for the Insane, the School for Deaf and Blind, and the State Industrial School, they come far short of the obligations and necessities of the State for other classes of dependent and delinquent people. If South Carolina is to meet adequately the demands created by the war in the manner indicated in the following pages, she will have to provide the necessary money to make radical improvements in several departments of social work.

RECOMMENDATIONS TO THE LEGISLATURE OF 1918

The State Board of Charities and Corrections offers a number of constructive recommendations to the Legislature of 1918, all

of which we endorse. We call attention to the following recommendations, in particular, which will be discussed in detail farther on:

1. That the government of state institutions be made uniform.

2. That there should be a closer co-ordination of the state institutions along the lines of manufacturing, agriculture, and purchasing.

3. That the State Penitentiary be placed in charge of a board of five directors, appointed by the Governor, and that both as a matter of justice and of public policy "the convict should be paid a fair wage for his labor and the excess over his maintenance paid to his dependents or used otherwise as the proper authorities deem best for the prisoner."

4. That the county chain gang system be abolished, all sentenced prisoners being placed under state control and the road work now done by county prisoners be carried on under state management.

5. That non-observance of laws reducing the time of imprisonment of convicts for good behavior and forbidding corporal punishment be discontinued.

6. That the State Reformatory for Negro boys be placed under the control of the Board of Trustees of the South Carolina Industrial School, and that it be made really a reformatory instead of a prison.

7. That "district hospital homes" for the sick poor and the aged infirm, each of which shall serve a group of counties, be substituted for the present poor house system.

8. That adequate medical service be provided, not only in the district hospital homes but also in county jails and chain gangs.

9. That the bill passed by the House in 1917 to make provision for the feeble-minded be enacted into law. (This recommendation has already been adopted by the Legislature of 1918 with an appropriation of $60,000.)

10. That a law be enacted requiring private charities to be licensed annually by the Board.

Nearly every one of these recommendations, as we shall see, has a direct bearing upon South Carolina's share in the Great War.

THE AMERICAN RED CROSS

The American Red Cross, with the approval of the Federal Government, has assumed entire responsibility for the care of soldiers' families. The Red Cross has enlisted many of the most competent trained social workers of the country to become state directors and city directors of this work. In different parts of the United States Home Service Institutes, giving a six weeks' training course for those who are to be engaged in the home service of the Red Cross, have been established. The instruction in these Institutes is free, but the students pay their own board and traveling expenses. It is to be hoped that a considerable number of men and women from South Carolina will take this course of instruction in 1918.

The orphanages of the State can provide for the comparatively small number of soldiers' children who will need institutional care.

It is the policy of the American Red Cross to keep families together and not to separate the children from their mothers except for the most urgent reasons. The care of children who must be provided for separately from their families will be discussed further on.

CARE OF THE CONVALESCENT SOLDIER

The Federal Government proposes to provide not only surgical and orthopedic treatment, but also vocational instruction for the crippled soldier who will be carried upon the pay roll of the army until he is prepared to care for himself. There will, however, be multitudes of soldiers who will come back convalescent from disease or broken in health who will require the opportunities of hospital care or a convalescent home in order to restore them to health.

South Carolina is deficient in hospital accommodation. According to the medical directory of 1917 there are only 27 general hospitals in the State, including the military and naval hospitals. These 27 hospitals have a united capacity of 1,180 beds. Omitting the Roper Hospital in Charleston with 248 beds, the remaining 26 hospitals have an average capacity of only 31 beds each. Omitting the military and naval hospitals only two out of the remaining 25 hospitals admit colored patients.

In this connection we wish to emphasize the recommendations of the State Board of Charities and Corrections for the establishment of district hospitals. The work of these hospitals should not be confined to paupers but should be available for all citizens at very moderate rates.

It is too often forgotten that hospital facilities are even more needed in rural counties than in urban counties for the reason that farm homes are far from a doctor and do not permit of the safe treatment of lying-in patients or of contagious and infectious diseases. Such hospitals may well be established at first on the district plan which is proposed by the State Board of Charities and Corrections for almshouses; but ultimately ample work will be found for at least one hospital in every county of the State.

If the recommendation of the State Board of Charities and Corrections is adopted, it will be possible to build these hospitals rapidly, and to use the new district hospitals as far as possible for the benefit of convalescent soldiers. When that necessity ceases these hospitals will become available for the citizen population of the districts in which they are located. Enabling legislation should be adopted by the Legislature as soon as possible.

Shall the State Build a Home for Invalid Soldiers?

The State of South Carolina has a Confederate Infirmary at Columbia with a capacity for about 80 men. This Home was established by the Legislature to provide a resting place for homeless veterans of the confederate army and navy. The survivors are now old and feeble men. Practically all of them are hospital cases. Formerly many of the men were able to render some service in the Home but now only three of them are employed: one as a postman at $2 per month; one as a waiter at $2 per month, and one as a night watchman at $10 per month.

The appropriation for the maintenance of the Infirmary is $18,000 per year. The number present will average about 60, making a per capita cost of about $300 per year or $25 per month, which is a very moderate cost for hospital care.

After the Civil War the United States Government established a number of large national homes for federal soldiers. These homes proved to be inadequate and many states built state soldiers' homes for federal soldiers, while the southern states built state homes for confederate soldiers.

The plan of soldiers' homes, national or state, has never been entirely satisfactory. The inmates of these homes have generally been idle, discontented, and unhappy. They have had too much to eat and too little to do. They have been cut off from intercourse with their families and friends and have become pessimistic and melancholy.

It may become necessary for the Federal Government either to make use of the existing soldiers' homes for invalid soldiers in the present war or build additional homes, but I should advise earnestly against the establishment of a state soldiers' home in South Carolina at the present time. I believe that the district hospitals proposed by the State Board of Charities and Corrections will meet the needs of convalescent soldiers, in the vicinity of their homes, much better than a state institution, and the question of establishing a state home may safely be postponed.

CARE OF THE INSANE

The South Carolina Hospital for Insane at Columbia is probably the second oldest hospital for insane in the United States. It was established in 1821 and received its first patients in 1828. It has the oldest building in use in the United States for the care of insane patients.

The Hospital is enclosed by a brick wall eight feet high. The farm and hospital grounds attached to the old hospital include 360 acres. "State Park," six miles from Columbia, contains 2,400 acres.

Of the total population of 2,080, 1,624 are in the original hospital in Columbia, and the new hospital for Negroes at State Park contains 456 Negro patients (331 women and 125 men).

The Legislature has appropriated $600,000 at the rate of $150,000 per year for four years, to reconstruct the old hospital. This work of reconstruction is being done in a modern style and the restored buildings are fire-proof, equipped with modern furniture, modern plumbing, hydro-therapeutic baths and adequate ventilation.

An excellent kitchen has been built with first-class equipment and two splendid dining rooms for males and females have been built.

All patients who are able go to the congregate dining rooms. Modern hospital wards have been fitted up for sick patients.

The reconstruction of the old hospital is still in progress. The ancient building which is occupied for the time being by patients is dilapidated and unsanitary but it was interesting to observe that this building, as originally constructed, was remarkably cheerful and well ventilated for the reason that it contained only one row of rooms, with halls running against the outside wall and well lighted by windows. The ancient traditions as to the dangerous character of the insane are illustrated by the dungeons on the top floor of this building, built for the restraint of refractory patients.

The State deserves credit for the generosity with which it has provided for the rebuilding of the old hospital. It is to be regretted, however, that the Legislature did not have the courage to abandon the old hospital altogether and build a new modern hospital on the colony plan at State Park.

The buildings for colored patients at State Park are admirably lighted and well ventilated and are fire-proof, being built of brick, stone, and cement, but they are not adapted to the extreme cold weather which prevailed at the time of the visit. The large wards and day rooms at this hospital are remarkably light and cheerful, but they do not give opportunity for the proper classification of convalescent, sick, noisy, and dirty patients. Additions to this plant should be made on the cottage plan in order to permit of better classification.

The hospital is well organized and well manned, having 10 medical officers of whom one is a woman. The nurses on the women's side are all trained nurses or in training, but in consequence of the war it is increasingly difficult to obtain nurses and it has become necessary to employ untrained attendants. There are no trained nurses on the men's side although the superintendent desires to adopt the modern plan of trained women nurses on the male wards.

The women nurses in the Negro department receive some primary training but do not become graduate nurses. The superintendent prefers Negro nurses for Negro patients.

The hospital has three farms of which two are worked by Negro patients under white foremen. About 25 white patients are employed on the farm at the old hospital. About one-half of the patients are employed at some kind of work on the grounds and roads or in the kitchen, dairy, mattress shop, carpenter shop, and

paint shop, or in the care of wards, at weaving for the women and rug and mat making for the men, or in the domestic work of the kitchen and dining room. The superintendent believes in work as a therapeutic measure.

The high wall creates a prison aspect and shuts off the patients from the outside view and from the winds of summer. The necessary protection is provided at the Negro hospital at State Park by an open wire fence which does not obstruct the view. The wall at the main hospital should be removed.

Care of the Insane Soldier

The question of the care of insane soldiers and those suffering from shell shock was discussed with Superintendent Williams. He was not prepared to make a positive suggestion but thought that it might be necessary to make special provision.

I would suggest a simple and practical solution of this question. Let the State Legislature make immediate provision for the erection of a number of cottages at State Park, on the colony plan, together with the necessary kitchen and dining room facilities. This group of cottages may be planned for the subsequent use of either white or colored patients. In the latter case they should be located in the vicinity of the present hospital for Negro patients; in the former case a site should be selected at some distance from those buildings.

The model for such a group of cottages may be found at Letchworth Village at West Haverstraw, New York, or at the Institution for Feeble-Minded at Waverley, Massachusetts, or at any one of several hospitals for insane, built on the colony plan. I should recommend the adoption of the one-story cottage plan which is rapidly coming in use because it so greatly simplifies administration.

Immediate action in this matter should be taken in order that the State may be ready to meet promptly an emergency which is sure to arise. Fortunately this provision can be made without any danger of ultimate loss to the State.

CARE OF THE TUBERCULOUS SOLDIER

The disastrous experience of France, England, and Canada leads us to expect that many of our soldiers will contract tuber-

culosis. Much suffering to returned soldiers and much exposure to citizens have occurred in other countries for lack of adequate sanatoria. It is expected that each state will provide for these patients.

South Carolina has only begun the work of preventing tuberculosis. Nevertheless the number of deaths from pulmonary tuberculosis was reduced from 1735 in 1915 to 1377 in 1916.

The State has a tuberculosis sanatorium six miles from Columbia, with a capacity of 32 beds, which is now being increased to a total of 60 beds. The sanatorium will have cost $60,000, or $1,000 per bed. This does not include the cost of land, the State having set apart about 105 acres from the State Park for this use. The sanatorium is strictly modern and is admirably planned.

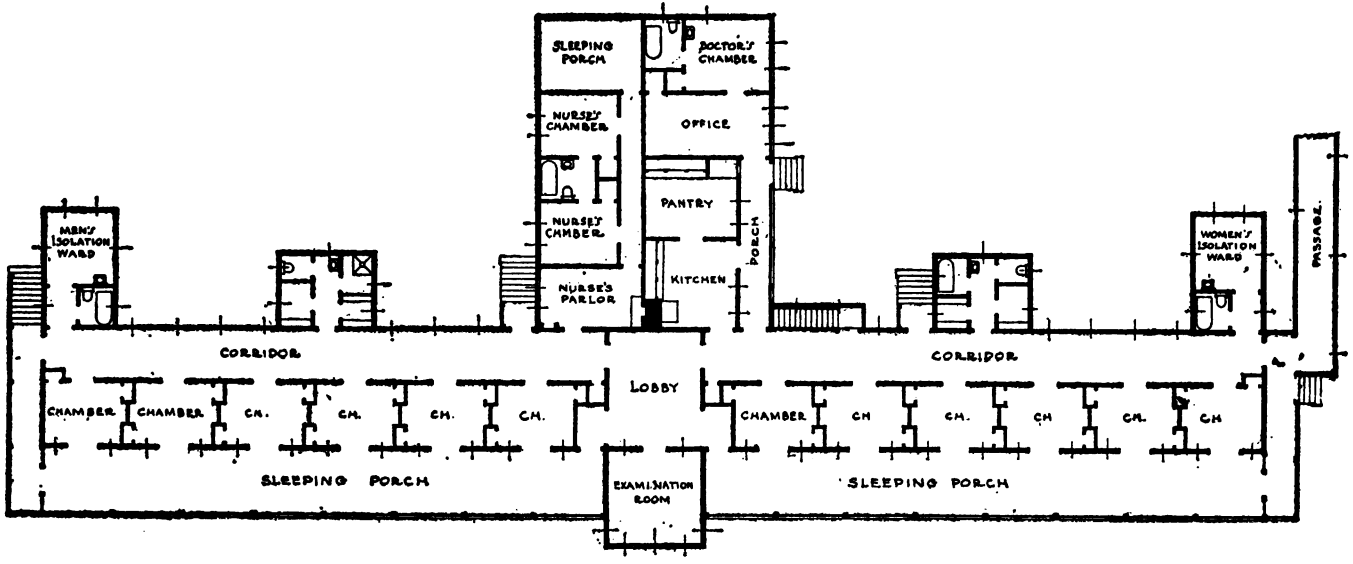
In two counties, Greenville and Richland, tuberculosis camps have been established, but the State camp and these two camps in the counties together will provide for less than 100 patients, which is only a beginning.

Proposal of the State Board of Health

The State Board of Health has made an interesting proposition to the Federal Government for the care of tuberculous soldiers of the South Carolina troops of which we make the following summary:

South Carolina offers to care for all South Carolina soldiers who may be incapacitated by tuberculosis, and also to take temporary care of tuberculous soldiers from other states who may be found in the cantonments, until they can be transferred to their own states.

"For the sum of $1.00 per day for each man, we will receive on sick leave from the Army all enlisted men who may develop tuberculosis; will furnish them cottage tents, abundant and proper food, medical supervision and nursing in camps ideally situated for the care and treatment of the disease. In addition . . . we propose to utilize the same camp in an identical manner for the care and treatment of tubercular patients who have been drafted and subsequently rejected by reason of the appearance of this disease, it being primarily our purpose to render them fit for subsequent duty should their services be required. A co-operating committee composed of members of the State Council of Defense, South Carolina Anti-Tuberculosis Association, and the



FLOOR PLAN

THE NEW SOUTH CAROLINA TUBERCULOSIS SANATORIUM (SEE FRONTISPIECE)

Red Cross will be appointed by the State Board of Health to control and direct not only this project but others of a purely educational and preventive nature, our aim being to reduce the death rate of an entirely preventable disease and thereby strengthen and develop the man power of America."

The plan proposes to segregate the soldiers from the other patients at the State sanatorium, making such extra provision as may be necessary for their dining room and for the hospital treatment of their cases, and to provide quarters for a physician of the medical corps of the army if such an officer should be detailed to assume the medical direction and supervision of the patients.

It is to be hoped that this practical and economical proposition will be accepted by the Federal Government which can not possibly provide for tuberculous soldiers at the rate proposed. I doubt, however, whether the State can do this work for $1.00 per day. This plan will leave the extra accommodations, at the close of the war, for the use of the civilian population. It will permit the tuberculous soldier to be cared for among his own people, within visiting distance of his friends, and will obviate the homesickness which goes against recovery. The proposed supervision by medical officers of the army will insure the adoption of standards which will benefit the State for all time to come.

PROTECTION OF YOUNG SOLDIERS AND OF YOUNG WOMEN

Earnest efforts are being made by good men and women of South Carolina for the protection of soldiers from temptations to vice, and for the protection of young girls from the special temptations which tend to lead them into wrongdoing.

Many girls who have gone astray can be reclaimed to good womanhood, if a helping hand is extended in time. This is particularly true of young girls who become mothers, who are of necessity brought to the notice of physicians and social workers, and who through the very fact of motherhood can usually be reclaimed by wise and helpful treatment. But these girls, if they are neglected and come to feel themselves despised and outcast, are likely to join the great company of prostitutes, and to become a source of evil to the community.

South Carolina has three "Homes" established for the rescue

of girls of this class: the Salvation Army Home at Greenville, superintendent, Miss Mary E. Bebout; the Door of Hope at Columbia, superintendent, Miss Anna W. Finnstrom, and the Florence Crittenton Training School at Charleston, superintendent, Miss Claudia G. Tharin.

There is a great difference in the quality of homes of this class. Many of them are inefficiently organized and managed; many of them are directed by well intentioned but sentimental people who lack in wisdom and discretion. Some of them adopt a policy which encourages the young mother to disregard her obligation toward her own child. Some of them are commercial enterprises which exploit the mother and child for the sake of profit.

South Carolina is fortunate in the fact that every one of these homes is organized and administered not only on humane and considerate principles, but on wise and reasonable plans.

The three superintendents of these institutions constitute a remarkable trio. They are all women of unusual character and ability; and all of them have clear and correct views as to the administration of their work. They all agree that their work should be preventive. They all agree that the young mother ought to meet her maternal obligations, as far as practicable, and that the minimum of her maternal obligation is to nurse her child on the breast, during the nursing period. They all agree that the question of the permanent retention of the child by the mother is one to be determined according to circumstances, but that there are numerous cases where the mother, or her immediate relatives, can and ought to care for the child permanently. They all agree that if the girl's parents are respectable, decent people, their co-operation ought to be secured in the solution of the case. They all agree that the father of the child ought to be made to bear his share of the responsibility of parenthood, if possible, for the sake of the child, for the sake of the mother, for the sake of the community, and for the sake of his own soul; but they all confess to very limited success in bringing him to his accountability.

These three women all agree that they could do much better work if they had adequate equipment and if they had more room, in order to classify their girls and establish suitable vocational training. They agree also that they are in desperate need of suitable equipment for the lying-in department. They agree also

that their present income, in each case, is inadequate to enable them to feed, clothe, warm and train their inmates properly.

The work of these three homes is absolutely indispensable to the State of South Carolina, not only as a part of the humane and Christian work of the State, but also as a preventive of prostitution and a protection to the young manhood of the State at a time when every man should maintain his efficiency. Our examination of the records at Camp Jackson shows that seven per cent of the men rejected were unfit for military service because of venereal diseases, and the records of the War Department already show that nearly 15 per cent of the enlisted men have been physically impaired from the same cause, while in the European armies the number is reported at from 40 to 50 per cent. There can be no doubt that these three institutions serve the State directly in this matter.

I suggest that the Governor, the State Council of Defense, and the State Board of Charities and Corrections unite in recommending to the people of the State that these three institutions be immediately equipped with suitable buildings, at a cost of not less than $50,000 each, and that steps be taken to secure for each of them a list of permanent members who shall contribute $2 to $5 yearly as a membership fee, in such numbers as to secure a permanent income of at least $5,000 to $10,000 yearly.

I suggest that the State Council of Defense undertake to supervise this matter, as a war measure, by appointing a committee to co-operate with representatives of the three institutions and carry out such a program.

I suggest that an agreement be reached whereby the State shall be divided temporarily, for the purpose of this canvass, into three districts, of approximately equal population, and with reference to the convenience of railroad communication, and that the solicitation for each institution, for this fund, be restricted to the district which is assigned to it. It should be announced, however, that donors desiring to do so may assign their gifts to either of the three Homes.

Heretofore the three institutions have been supported largely by the three cities of Charleston, Columbia, and Greenville, but their advantages have been extended to girls from the country as well as the city. The country needs them even more than the city for the reason that there are no hospitals or other institutions

in the rural districts. Experience proves that people in every community will contribute to support such an enterprise if it is properly presented to them.

If this plan is carried out, co-operation should be sought from the national representatives of the Salvation Army and the Florence Crittenton Homes, and arrangements should be made to secure some competent person to carry on the propaganda for the Door of Hope in Columbia.

CHILD DEPENDENCY AND THE WAR

Multitudes of orphans and dependent children have been created in the European countries by the war. For the present, at least, the number will be much less proportionately in this country, for the reason that the great body of our soldiers will be unmarried men. The fears which many have felt that illegitimacy would be greatly increased will probably not be realized. There appears to be no warrant in fact for the hysterical statements which have been current on this subject.

It has already been mentioned that the American Red Cross has become responsible for home service in behalf of soldiers' families. It is the policy of the Red Cross to keep families together, and not to consent to the separation of children from their mothers except for the most urgent reasons; but there will be some children of deceased soldiers whose mothers are dead, insane, feeble-minded, tubercular, or incorrigibly vicious. In these comparatively few cases where children must be provided for apart from their families, it is the policy of the Red Cross not to establish new agencies for the care of such children, but to rely upon accredited agencies and institutions already established. It is necessary, therefore, to make sure that responsible and well-organized agencies are available.

After the Civil War nine of the northern states established "Soldiers' Orphans' Homes" for the children of soldiers. Some of these soldiers' orphans' homes are still in operation, and in two states laws have been passed admitting the grandchildren of soldiers! The plan of building special orphanages for the children of soldiers was not entirely satisfactory. It involved a very large expense; the children were kept for many years and the vocational training in most cases was inadequate. I should advise

strongly against the adoption of this plan at the present time for the reason that I believe that the existing orphanages of South Carolina will cheerfully provide all of the institutional care which may be needed by soldiers' orphans.

Orphanage Provision for Children

South Carolina is exceptionally well supplied with orphanages. According to the figures given by the U. S. Census volume on Benevolent Institutions, 1910, there were in the orphanages of the United States 117 children for each 100,000 of the population. In South Carolina there were 83 children in orphanages for each 100,000 of the population. But if we compare the number of white children in orphanages, we find that South Carolina has 173 children in orphanages out of each 100,000 of the white population. South Carolina is much better provided in this respect than any of the other southern states except Louisiana and Maryland.

The Orphanage System of South Carolina

There are in the State nine orphanages for white children and one for colored children which contained, according to the U. S. Census report, December 31, 1910, 1,270 children (the number at the present time is probably a little larger). As we have already stated, this State is providing more liberally for white children in orphanages than any other southern state except Louisiana and Maryland. In making this study personal inspection was made of each of the following institutions: the Charleston Orphan House, the City Orphan Asylum, and the Jenkins Orphanage (colored), at Charleston; the Rescue Orphanage and the Epworth Orphanage, at Columbia; and the Connie Maxwell Orphanage, at Greenwood.

In all of these orphanages there was discovered a fine spirit of interest in the children and a desire to adopt improved methods. Each one of them had some especially admirable feature. For example the Charleston Orphan House excels in the quality of its musical training; the City Orphan Asylum excels in needlework and in the fine personal relation between the Sisters and the children; the Connie Maxwell Orphanage has a modern cottage system; the Rescue Orphanage has attained extraordinary success in canning fruits and vegetables; the Epworth Orphanage excels

in the homelike aspect of its cottages. The Jenkins Orphanage cares for children whom no other institution will receive.

Only one of these orphanages, the Connie Maxwell, has a complete and adequate equipment for the care of its children. In most of them the superintendents and caretakers work under great disadvantages for lack of modern buildings, furniture, and conveniences. For example in the Charleston Orphan House, whose plant is valued at $250,000, the little children, two or three years old, are kept on the fifth floor and these little ones beg the older boys and girls to carry them up the four flights when they go to bed. There is no dental clinic and the laundry is badly lighted; but the dormitories are cheerful and are not overcrowded. There are spacious playgrounds and a fine swimming pool.

At the City Orphan Asylum at Charleston the lavatories and baths for the children are situated on the fourth floor and the dining room and kitchen are meagerly furnished; but the house is immaculately clean; the children have beds of different sizes according to their age and there are individual towels, wash rags and tooth brushes. The playgrounds are very small and there is little opportunity for gardening and other outdoor pursuits.

The Rescue Orphanage at Columbia is doing beautiful work for children but its buildings are of the most primitive and unsanitary description. One dormitory is simply a shanty, built of cheap lumber. One of the best features of the place is an outdoor sleeping porch where eight children sleep in the open air. This porch, which cost only $200, answers every purpose for the time being, but the floor is very poor and not properly supported; the roof is unsubstantial and will soon get out of condition. A suitable sleeping porch could have been built for $1,000 to last for a good many years.

The Epworth Orphanage has some pleasant and well planned cottages but they are cheaply constructed; the floors are made of very poor lumber and the buildings quickly get out of repair. The kitchen and dining room are entirely inadequate. The kitchen was built for 90 children and is now cooking for 225. The dining room is furnished with backless benches, and the table equipment is meager. A cottage for 31 girls, built in 1913, cost $3,700. It would cost at least twice that amount to so build such a cottage as to make it a permanent and satisfactory building.

The city has grown up around the Orphanage, and the question of selling the property for residence purposes and building on a new site is under consideration. This plan should certainly be adopted. The sale of the property will contribute largely toward the building of a cottage plant. The great Methodist denomination ought to have an institution second to none in its adaptability to its purpose. The cheerful, active, well behaved children whom we saw deserve the best equipment that can be provided.

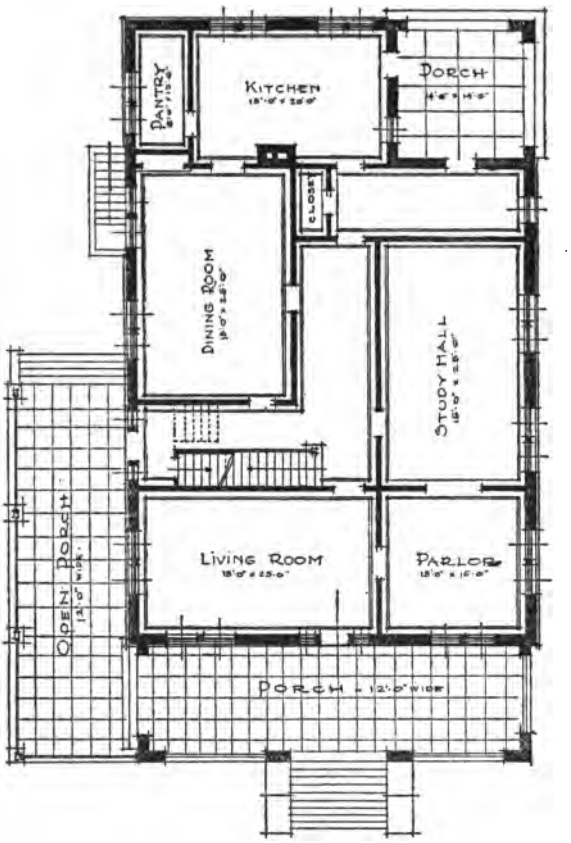
South Carolina has now a sufficient number of orphanages to provide for its needs for the next 25 years, if the child-placing method is properly developed and supervised by the State Board of Charities and Corrections. But the orphanages, except the Connie Maxwell Orphanage, and perhaps the Thornwell Orphanage, should plan for new buildings on the cottage plan, and should study the methods which have been developed by the best orphanages in different parts of the United States.

There are numbers of splendid children in these institutions. Already a considerable number of their graduates are serving their country, and many of them are likely to be old enough for active service, at home or abroad, before this war comes to an end. It is a matter of vital importance to the State that the training and education of these children should be such as to qualify them to meet their country's need.

It will require courage for the trustees of these institutions to undertake the work of reconstruction at this time, but testimony comes from all parts of the United States that notwithstanding the heavy burdens of the war, the call for help for dependent children meets with a prompt response. Many of the children's societies and institutions are receiving more money than ever before. Ask and it shall be given unto you!

It will not be necessary to complete the new orphanages in one year or two years. A suitable site can be secured and one or two cottages can be built immediately, others being added as means are secured. The present buildings can still be used temporarily for a part of the children. There is no insuperable difficulty in having part of the children at one place and part at another. It is better to build a cottage institution gradually, for the reason that cottage plans improve with experience, as has been demonstrated at the Connie Maxwell Orphanage.

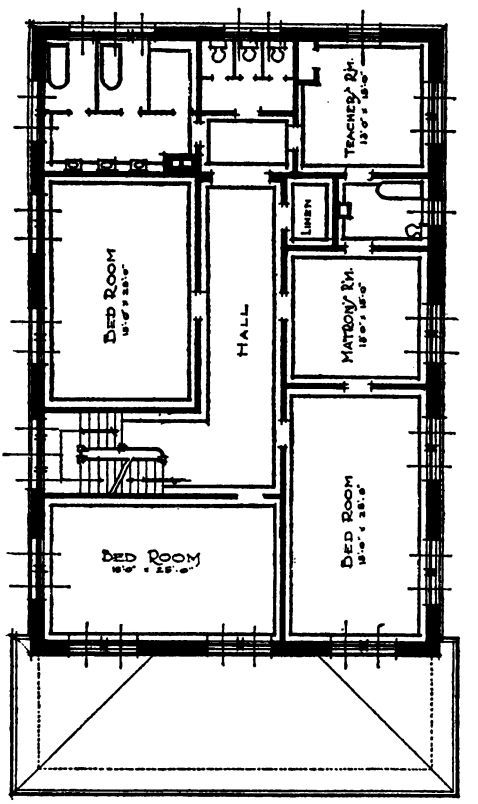
We present herewith the plans of the new cottage at the Connie



• FIRST • FLOOR •

• THE • MAULDIN • HOME •
• CONNIE • MAXWELL • ORPHANAGE •
• GREENWOOD • S • C •

• J.E. SUMNER & J.C. HERPHILL •
ARCHITECTS
• GREENWOOD • SOUTH CAROLINA •



Second Floor

The Mauldin Home
Connie Maxwell Orphanage
Greenwood S. C.

J. E. Sumner & J. C. Hemphill
Architects
Greenwood, South Carolina

Maxwell Orphanage, known as the Mauldin Home, as a good model of a modern orphanage cottage.

The Care of Colored Orphans

Only eight of the southern states have orphanages for colored children, and the provision in the orphanages, in proportion to the colored population, is very small, as will be seen from the following statement:

ORPHANAGE PROVISION FOR WHITE AND COLORED CHILDREN *

State	White children in orphanages	Number for each 100,000 white people	Colored children in orphanages	Number for each 100,000 colored people
Maryland	2,329	219	164	71
North Carolina	1,461	97	237	34
Georgia	1,202	84	229	20
Louisiana	2,397	255	137	19
South Carolina	**1,164**	**173**	**106**	**13**
Tennessee	752	44	61	13
West Virginia	333	29	74	12

The Jenkins Orphanage

In Charleston is the only orphanage for Negro children in South Carolina. It has become widely known both south and north by the unique advertising methods practiced by Superintendent Jenkins who sends his children's band to give concerts in all parts of the country. Inquiry among officials and citizens showed a favorable estimate of the character and purposes of Superintendent Jenkins. A public officer said: "He is the only man in the State to whom I can send a friendless Negro boy." Others testified to the general reliability and usefulness of the institution.

The Orphanage was visited under very unfavorable circumstances. The weather was bitterly cold and fuel was very scarce. Dr. Garfield should give the pupils credit for fuel conservation, as the boys were cutting wood at the School Farm and hauling it 20 miles by team. The pupils were lined up for breakfast at 10 o'clock a. m. The food seemed to be well cooked but scanty both in variety and in quantity. Mr. Hoover should confer a

* Compiled from U. S. Census Report on Benevolent Institutions, 1910.

food conservation medal upon these children who are living on two meals a day.

The time schedule was unusual:

School from 7 to 9:30
Breakfast 10 a. m.
Work in the middle of the day
Dinner at 3 p. m.
School from 4 to 7 p. m.

The chapel was dingy and poorly furnished. The school equipment was meager. The dormitories were poorly furnished with rickety bedsteads, thin mattresses and scanty cover. The laundry was very primitive.

The school of letters is organized through the seventh grade, with four teachers. The children attend school four and one-half hours per day. There is some vocational training of which the most important features are the school band and a job printing office with three presses. The girls receive some instruction in sewing and domestic science, but it is not standardized.

A plan of self government has been partially worked out with the superintendent or matron as judge of the court, a "detective" and jurors selected by the children. The jurors pass sentence and may order whipping with a rod by one of the older boys in extreme cases, for a third offence.

A reformatory branch of the orphanage is located on a farm about 20 miles from Charleston. Its most important building had just been destroyed by fire at the time of the visit.

The income of the Jenkins Orphanage last year is reported as follows (omitting money borrowed and returned):

From Charleston City Council	$2,500
From Charleston Messenger	1,885
From band	4,897
From donations, northern	7,132
From donations, southern and other sources	7,828
Total	$24,242

The number of pupils in the school was 240. The income as above stated would amount to $101 per capita. This sum is insufficient for proper maintenance at the present cost of living.

While there is a wholesome spirit among the employes and some of them seem reasonably competent, there is a lack of thorough

organization and efficiency, and the following improvements are suggested:

1. A well chosen board of trustees composed of white and colored people jointly.

2. An assistant superintendent competent to manage administrative details, leaving the superintendent free to give attention to the outside interests of the orphanage.

3. Abandonment of the old building in Charleston as soon as a cottage plant can be built on a country site. The present building is unfit for occupancy.

This orphanage is making a great contribution to the protection of the State by preventing pauperism, vice and crime, and is training boys and girls to become useful citizens. It has a large number of interested contributors both south and north, and they should equip it so that it can give proper care and training to the neglected Negro children of the State.

Two Methods of Caring for Dependent Children

There are two accepted methods of caring for dependent children; the institutional method, in children's homes and orphanages, and the placing-out plan of putting children in approved family homes. A good many children will need institutional care for a longer or shorter time, but the Red Cross is inclined to favor the use of the placing-out method for such children as are fit subjects for that plan.

The South Carolina Children's Home Society

South Carolina has only one placing-out society, which is known as the South Carolina Children's Home Society. This Society is under good auspices and its general principles are correct; but it has never had sufficient income to equip it properly or to enable it to employ an adequate staff. The placing-out method is less expensive than the orphanage plan for the reason that, in most cases, the foster parents carry the entire expense of board, clothing, medical care, and so forth; but the mistake has been made of cheapening the work and neglecting to provide for the necessary expense. Child-placing is a technical job calling for the highest degree of intelligence, skill and training. The whole future of the child is at stake and the selection of the foster home should be made with great care and wisdom. It is neces-

sary also to maintain a faithful and skillful watch-care of such children in their foster homes in order to prevent the possibility of ill treatment or neglect.

It becomes a matter of critical importance, therefore, that the South Carolina Children's Home Society shall have such support as will enable it to discharge successfully the sacred obligations which it undertakes. The Society should have an income of at least $10,000 for 1918 and $12,000 for 1919, in order to qualify for the care of soldiers' children in addition to its ordinary current work.

Placing-out Work of Orphanages

The fact is too often overlooked that all orphanages are, or ought to be, placing-out agencies. The time always comes for the child to leave the orphanage and it ought to graduate immediately into a family home. If the child has a good mother who is fit and competent to care for it, it should go back to her, but should still be under the friendly watch-care of the orphanage. If the child's own home is not a fit and safe place for it, then a foster home should be found, and the child should continue under the watch-care of the orphanage, or some approved agency, until the child is well established in life.

Not one of the orphanages of South Carolina has established an agency for the supervision of its children after they go out into the world. It is difficult for a small orphanage to establish such an agency because the number of children in care is not sufficient to employ the full time of a competent agent. This difficulty has been met by the orphanages in some states by delegating to a placing-out society the work of selecting homes, placing children and watching over them afterwards. This plan is both practical and economical, provided the agency selected is responsible and provided the orphanage authorities take steps to make sure that the work is well and faithfully done.

State Supervision

In my judgment, the best solution of this whole matter will be the adoption of the recommendations of the State Board of Charities and Corrections for the establishment of a central state agency, with authority to license all child-helping societies and

agencies once a year, and to maintain supervision over their work and over all children placed in family homes.

This work may be committed either to a new and independent Board of Children's Guardians, as in New Jersey and the District of Columbia, or it may be made a department of the State Board of Charities and Corrections, as in Virginia, Ohio, Indiana, and Massachusetts. I believe that this latter plan will be the best one for the State of South Carolina, and that it will be found to be not only a protection for the dependent children of the State, but also a great help and support to the children's institutions and societies.

THE QUALITY OF RECRUITS FOR THE WAR

The war makes a demand upon the State for men and women, capable, efficient, and reliable, for the public service. This demand is to be met, first, through the preservation of those spiritual agencies—the home, the church, the school, the public playground—which make for wholesome living and for high spiritual standards. There could be no greater mistake than to allow these agencies to be neglected under the pressure of war demands. Our President and the great leaders of thought throughout the country have urged the necessity of conserving all of these agencies. This demand is to be met, second, through practical measures for the preservation of the public health, and especially for the proper care of infants and older children.

PUBLIC HEALTH AND THE WAR

The preservation and improvement of the public health is not only a matter of human importance for the saving of life and the prevention of suffering, and a matter of economic importance for the saving of the expense and loss which are caused by disease, but it is a matter of immediate importance for the winning of the war.

This fact is shown by the physical causes of the rejection of men conscripted for war service as shown by the records of the Mustering-in Office at Camp Jackson. By special request of the State Council of Defense and the State Board of Charities and Corrections this study included an examination of the records of the 2,006 men from the states of South Carolina, North Carolina, and Florida that had been registered up to

December 13, 1917. Each individual record was carefully scrutinized, and the results are shown in the following table:

CAUSES OF REJECTIONS OF CONSCRIPTS

	S. Carolina		N. Carolina		Florida		Totals	
	No.	Per cent	No.	Per cent	No.	Per cent	No.	Per cent
Mental defects	93	14	149	16	29	8	271	14
Epileptic	28	4	27	3	10	3	65	3
Tuberculous	56	8	107	11	27	8	190	9
Venereal	66	9	46	5	32	9	144	7
Total	243	35	329	35	98	28	670	33
Other causes	453	65	631	65	252	72	1336	67
Total rejected	696	100	960	100	350	100	2006	100
Accepted	6437	..	8023	..	2176	..	16636	..
Total accepted and rejected	7133	..	8983	..	2526	..	18642	..

It should be borne in mind that all of the conscripted soldiers of Camp Jackson had been passed by the local exemption boards; nevertheless 11 per cent were rejected, and of these one-third were mentally defective, epileptic, tuberculous, or venereal cases. Many of those who were unquestionably mentally defective were discovered only on an expert psychological test by the proper army authorities. The discovery of these cases is vitally important, not only as a matter of economy, to avoid the labor and expense of training useless men for a service which they will be unable to perform, but also to avoid the certainty of their collapse at the critical time of need.

WORK OF STATE BOARD OF HEALTH

The State Board of Health has worked intelligently for the improvement of health conditions throughout the State. Its

work is of vital importance to the increase of the efficiency of South Carolina in the war.

EXPENDITURES OF STATE BOARDS OF HEALTH

State	Population	Amount Expended	Expended for Each 1,000 Inhabitants
Florida	905,000	$165,500	$183
Vermont	364,000	42,000	118
Maryland	1,295,000	132,500	102
Louisiana	1,656,000	140,000	85
Massachusetts	3,748,000	218,000	58
New York	10,367,000	544,700	53
New Jersey	2,981,000	140,000	47
Rhode Island	620,000	27,600	44
Kentucky	2,387,000	105,000	44
Delaware	214,300	8,500	44
Minnesota	2,296,000	90,600	40
South Carolina	**1,515,000**	**55,600**	**37**
Wisconsin	2,514,000	65,400	26
Maine	775,000	18,400	24
Ohio	4,181,000	114,700	22
Oklahoma	2,246,000	50,500	22
Connecticut	1,255,000	26,800	21
Colorado	975,000	20,000	20
Virginia	2,203,000	59,400	19
Iowa	2,235,000	32,600	15
Alabama	2,384,000	25,000	11
Michigan	3,075,000	27,000	9
Missouri	3,420,000	23,500	7
Total, 23 States	53,621,000	$213,300	$40
Pennsylvania	8,591,000	2,200,000	256

The State Board of Health has about an average annual appropriation. It is working intelligently and successfully for the elimination of such contagious diseases as tuberculosis, measles, cerebrospinal meningitis, pellagra, scarlet fever, small-pox, typhoid fever, and whooping cough. It is preaching the necessity for decent living in the rural districts through its Department of Rural Sanitation. It is laboring to perfect its Vital Statistics Department.

Attention has already been called to the proposition of the State Board of Health for the care of tubercular soldiers in con-

nection with the South Carolina Sanatorium at State Park. It is to be anticipated that this proposition will be accepted.

The efforts of the State Board of Health to promote and protect the health of the people should have the heartiest support of the Legislature as a war measure.

REFORMATORY WORK

The work of the reformatory institutions of a state is important, not only for the promotion of good morals, for the protection of neglected children, and for the redemption of young men and women who have gone astray, but also as an essential means of carrying the war to success. This is especially true of reformatory institutions for women and girls.

Governor Manning, in his annual message to the Legislature, has urged the importance of a reformatory for girls and young women. I desire to emphasize this important recommendation. South Carolina is one of the few states in the Union that have thus far neglected to make any provision whatever for a reformatory for girls. When recently, in a cantonment city, there were found 16 girls whose physical condition made them an extraordinary menace to the soldiers, there was absolutely no place in South Carolina to which they could be committed for proper treatment and reformatory training. The State was placed in the humiliating position of having to ask the Federal Government to take charge of these girls. The Federal Government had no suitable place for them and was obliged to send them to the National Training School for Girls at Washington which was badly overcrowded and lacked facilities for their proper care.

The wise action of the local authorities in closing up the houses of prostitution in the cantonment cities has created an acute situation which must be met.

In the city of Columbia a large house in good condition has been secured in what was formerly the "red light district," the house having been vacated by its former occupants. This house is to be used as a detention home for children, and, in the absence of any other place, it is to be used temporarily for the detention of older delinquent girls; but these two classes do not belong together and the house is not suitable for safe detention of delinquent young women.

In providing for delinquent girls or for delinquent women it is unnecessary to build a prison with barred windows and prison doors. They can be kept with entire security in cottages similar to those which are used for the Boys' Industrial School at Florence. These cottages should be two-story buildings of simple construction accommodating from 12 to 25 girls each. They may be built of wood or brick. They must have good floors and good plumbing with plenty of porch room.*

The South Carolina Industrial School

The South Carolina Industrial School at Florence is a credit to the State. The boys are comfortably housed and well cared for.

A new dormitory for 84 boys is nearly ready for occupancy. It consists of two duplicate compartments, each of which will accommodate 42 boys. It is a brick building, very well planned. The cash investment in the building, including heating, wiring, and plumbing, is only $15,000; but a large part of the work has been done by the labor of the boys. The State is exceedingly fortunate in securing this splendid building for this small cash outlay. The building could not probably be duplicated under contract at present prices for less than $30,000.

The present dormitories are greatly overcrowded. A cottage which was designed for 25 boys contained 56, which necessitated the use of double deck beds which are objectionable; but the beds were clean and comfortable and the boys were well cared for. The pressure upon these dormitories will be temporarily relieved when the new building is opened.

The building which contains the dining room and kitchen is badly planned, badly constructed, and entirely inadequate. The managers are hoping to reconstruct it during the coming year.

The School of Letters is well organized and rudimentary industrial training is being given.

The boys wear neat khaki uniforms made in the school. There is abundant facility for outdoor sports.

The farm had 130 acres of corn last year producing about $80 per acre. Cotton was even more profitable, producing about

* Since this report was submitted the Legislature has passed a bill creating a reformatory for girls with an appropriation of $40,000.

$156 per acre. The institution grinds the corn in its own mill and feeds it to its pupils in the form of corn meal or grits.

A fine orchard has been created with 75 pecan trees, apple trees, plum trees, grapes, figs, raspberries, currants, and strawberries. Fruit is a most important item in the school dietary.

The State appropriation last year for the Industrial School was $49,800, of which $15,000 went to the new building.

The net cost of maintaining the institution last year was $162 per boy.

The Negro Reformatory

The Negro Reformatory for Boys is located on a farm of nearly 2,000 acres, about seven miles west of Columbia. It receives "male criminals other than white boys, under 16 years of age." Boys are committed from the age of seven to 16 years on sentences ranging from one month to life, for such offences as burglary, larceny, assault, petty offences, shooting craps, and incorrigibility. There is no indeterminate sentence and no parole system such as usually prevails in juvenile reformatories. About half the boys are under 12 years of age; many of them little boys who are simply suffering from neglect and can not be considered as criminals.

The State Board of Charities and Corrections says in its report for 1916: "As it at present exists, it contains many cases of cruel injustice. Negro boys of a very tender age are sent here for petty offences by the courts to be held until 21 years of age, unless sooner released. They are frequently not depraved or not of very bad tendencies and if given a fair chance would probably make useful men in their humble sphere. They are afforded here no educational opportunities and if kept until practically grown are deprived of the opportunity to make anything out of their lives."

This "reformatory" is absolutely destitute of all reformatory features except a Sunday Service. It is in fact a juvenile prison, not a reformatory.

The boys are kept in a brick building which is identical in its plan and construction with the prison buildings on the two farms for adult convicts. The part in which the boys are kept was bare, desolate, and dirty. The beds were dirty and uncomfortable. There was no heating apparatus except four smoky fire-

places in each of the two dormitories. The day was bitter cold and the boys were shivering around these fireplaces.

There was no cooking apparatus, either ranges or steam cookers. All cooking had to be done in the brick ovens or in two large kettles. There was no laundry apparatus, but the boys washed their clothing, after a fashion, in ordinary wash tub. There were no towels, tooth brushes or hair brushes.

There was no school whatever except a Sunday School, no library, no pictures, no writing materials. The only books found were a Bible and three or four Sunday School magazines, some tattered illustrated Sunday School charts hung against a post. There was no provision for recreation. In answer to the question: "What do the boys do for recreation?" the superintendent answered: "Farm work!"

The State makes no appropriation for the maintenance of the reformatory; all of the expenses for 190 boys have to be paid from the labor of the boys, half of whom, as has been stated, are under 12 years of age. Not only is this true, but last year in cotton picking time some of the boys were drafted from the Negro Reformatory to pick cotton on the other prison farms.

The writer has visited perhaps 200 institutions for children, but only once before in his experience has he seen a company of children so utterly forlorn, miserable, and helpless as the boys in the Negro Reformatory of South Carolina.

The conditions of this reformatory bear directly on the question of man power in the war. Every one of these boys who is not feeble-minded will be needed for the service of the State. They can easily be trained and educated so as to be fitted for military service, farm work or other useful employment. The conditions under which they now live not only destroy their efficiency but tend to make them criminals or loafers. For the sake of the temporary advantage of the labor of these poor boys the State is so ill-treating them as to make them a public burden and a public menace for the rest of their lives.

I have read with astonishment and grief the remarks of the chaplain of the reformatory in his published annual report to the superintendent of the South Carolina penitentiary for 1916, in which he says: "I go to the reformatory three Sunday afternoons in each month, preaching and holding Sunday school services for them. All the boys are required to attend these ser-

vices. They have improved very much this year. You keep them well employed. . . . For the class of criminal youths you have under your charge I could not recommend that you do anything more for them than what you are doing."

The Governor and the State Board of Charities and Corrections have recommended that the Negro Reformatory be placed under the control of the same board of trustees which administers the State Industrial School for Boys at Florence and that a reformatory system be established. This will necessitate suitable appropriations for equipment and for the establishment of schools and other reformatory agencies.

I heartily endorse this recommendation.*

CAN PRISONERS HELP WIN THE WAR?

South Carolina has at the present time in the central prison at Columbia, the two state prison farms, the 75 chain gangs, and the 44 county jails about 2,000 prisoners (not including the boys in the Negro Reformatory who have heretofore been counted with the prison population).

These 2,000 prisoners, except about 100 of inferior grade employed on the state prison farms, have contributed very little to the wealth of the State. The chain gang prisoners have been worked on the road in such small units and under such inefficient management that the overhead charges and the cost of their keep have probably absorbed all or nearly all of their earnings.

The central prison at Columbia contains only about 200 prisoners and has many unoccupied cells. A new industry has been established, namely, the manufacture of chairs from paper fibre on the piece price plan whereby the prisoners earn for the State 50 to 60 cents per day. Their earnings will probably never exceed 60 to 80 cents per day as many of them are crippled or diseased and are unfit for hard labor. The work is clean and wholesome and is suitable for prisoners who are not available for farm work.

In this shop was witnessed the unusual spectacle of white and colored prisoners, male and female, all working in the same room.

* Since this report was submitted, the Legislature has passed a bill in accordance with this recommendation.

The State Prison Farms

Several southern states, South Carolina among them, have established state farms as a means of employing their prisoners. This plan has been moderately successful in South Carolina. The state adult convicts are employed on two farms known as the Reed Farm and the De Saussure Farm. The two farms join; they are about the same size, containing together about 4,400 acres of land. This land cost about $10 per acre in 1894. It has been improved by the labor of the prisoners until it is now worth five or six times as much as it originally cost. The State makes no cash appropriation for these two farms nor for the Negro Reformatory for Boys which is a part of the state prison system. All expenses and all improvements have to be made from the sale of products of the farm. In 1916, the balance sheet of the prison directors showed a net profit as follows after paying all expenses:

The Reed Farm	$442
The De Saussure Farm	1,147
Total	$1,589

This balance sheet takes no account of the improvement of the value of the farms. The two farms which cost originally about $45,000 have been improved by the labor of the prisoners until they are now worth more than $200,000, an increase, in about 20 years, of more than $150,000.

It appears, therefore, that these two farms have increased in value at an average rate of about $7,500 per year. This would bring the net earnings up to about $9,000 last year by the labor of 100 prisoners of inferior grade, and would mean that the prisoners earned, over and above their keep, last year, an average of $90 per man, which is a creditable showing. If the recommendations of the State Board of Charities and Corrections are adopted, these earnings will undoubtedly be materially increased.

The managers of the two farms are keenly alive to the patriotic demand for increased production, but they are hampered, first, by the lack of a sufficient number of able-bodied prisoners, and, second, by the lack of proper facilities for taking care of their prisoners so as to keep them in condition for the best work. The present buildings are most meagerly equipped, without cooking

arrangements, steam kettles, laundry equipment, heating apparatus, or suitable hospital facilities. Under the circumstances, the men can not be properly fed and clothed and their productivity is necessarily diminished.

The managers are hampered also by lack of sufficient farm machinery and other equipment. It would be profitable for the state to supply at least four tractors for the two farms, with other modern machinery, especially in view of the lack of sufficient man power. There should be made an immediate appropriation of $20,000, as a war measure, to improve the living conditions of the prisoners and to provide adequate equipment. The increased production would undoubtedly pay for this investment in two years' time. The policy which has been pursued in the past, of requiring all improvements and machinery to be paid for from the current earnings, has been a mistake. Farmers throughout the South are learning that it pays to provide the best modern facilities in advance, and that with good management such improvements pay for themselves over and over.

The superintendent of the State Penitentiary is wisely transferring to the prison farms every man who is considered fit for farm service, but the number of men available is limited, first, by the absorption of able-bodied prisoners by the county chain gangs and, second, by the good effects of state prohibition, so that the number of efficient prisoners available for farm service is too small. It will be impossible to secure full production on the two prison farms unless the efficiency of the labor can in some way be increased.

Prison labor has always been unprofitable in most of the states of the Union. In the State of Minnesota the labor of the prisoners has paid a large revenue to the State for many years by the efficient organization of manufacturing industry and this notwithstanding the fact that large amounts have been paid to the prisoners and their families from their earnings.

Some of the southern states have derived a large profit from hiring out their prisoners on the lease system. For example the State of Florida has been leasing out her able-bodied prisoners for nearly $40 per month net; the lessee paying all expenses of guarding and boarding the prisoners. But the State of Florida has decided to abandon this profitable system because they do not consider it consistent with the principles of humanity; and

nearly all of the southern states have abandoned this method for the same reason.

An able-bodied man is expected to earn a living for himself and his family; this notwithstanding loss of time through unemployment or other causes and notwithstanding inefficiency through drunkenness, laziness or other bad habits. The prisoner loses no time from any of these causes. He works under direction and has the capital of the state behind him; nevertheless in most of the states of the Union he does not earn the cost of his own maintenance, not to mention any surplus for his family.

It is right that prisoners as well as free men should do their full share to increase the production of cotton and food stuffs, and in other states the prisoners themselves have shown a surprising disposition to respond to the patriotic impulse and to "do their bit" as producers.

Governor Manning and the State Board of Charities and Corrections have proposed changes in the present prison administration which the writer believes would make the prison farms profitable to the state and at the same time would so improve the discipline that the majority of prisoners would become good and useful citizens instead of confirmed criminals.

Governor Manning has recommended that "the convict should be paid a fair wage for his labor, and the excess over his maintenance paid to his dependents or used otherwise as the proper authorities deem best for the prisoner during his confinement and after his release." The State Board of Charities and Corrections concurs in this recommendation.

The State Board of Charities and Corrections has recommended a radical reorganization of the prison system of the state whereby there shall be established a board of five directors, appointed by the Governor, who shall appoint a superintendent to have control of the state penitentiary, the two prison farms, and all of the convict road working forces. This recommendation involves the abolition of the county chain gang system and the transfer of the State Reformatory for Negro Boys from the control of the board of directors of the State Penitentiary to that of the board of trustees of the State Industrial School for Boys.

These recommendations seem radical but we believe that they should be adopted as a practical war measure. Under the present system, the most efficient and able-bodied convicts are used by the counties in chain gangs on the county roads. The result

is that there are sent to the state penitentiary and to the two state farms only the less useful and desirable men. Many of them are worthless, crippled, or diseased. The strong and capable prisoners are used on the county chain gangs.

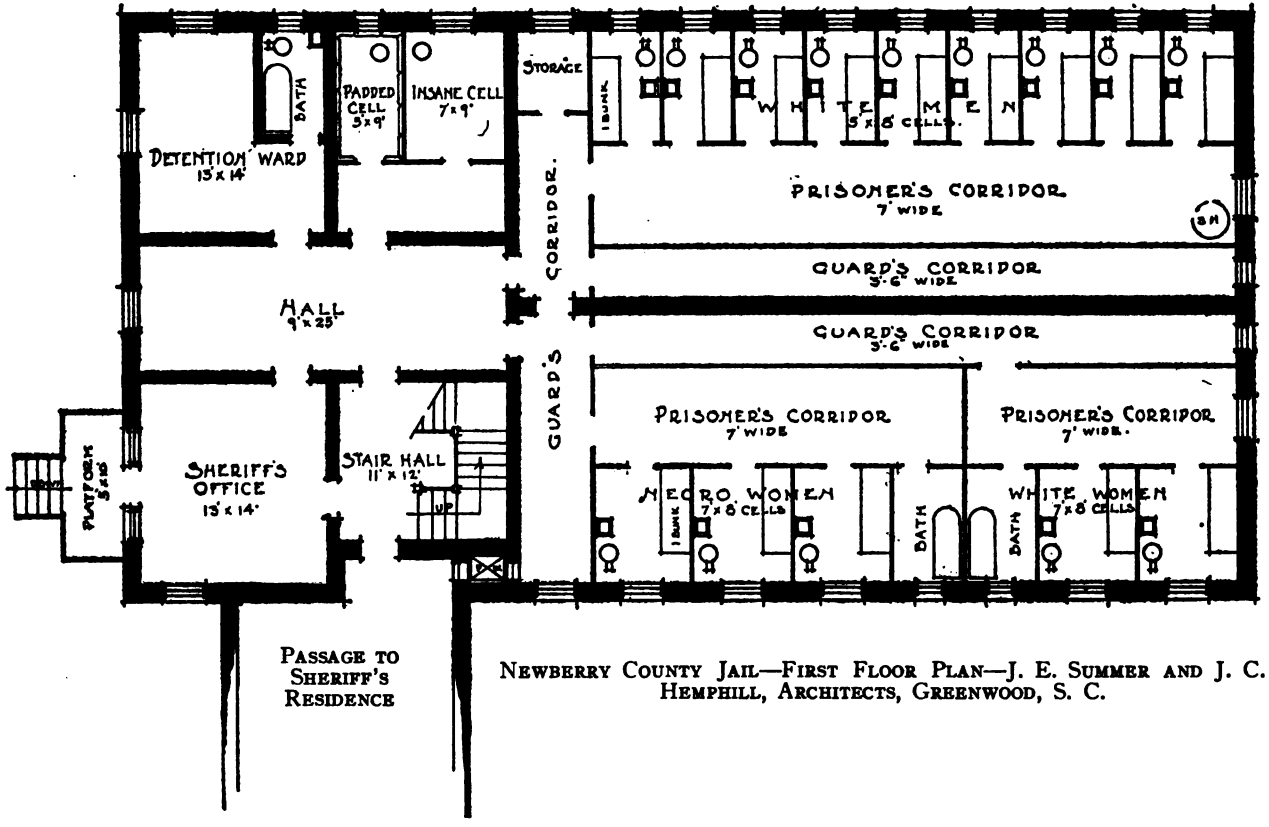
The County Jail System

The State Board of Charities and Corrections has worked diligently to improve the county jail system of South Carolina. The great majority of the county jails of the United States are so administered as to become schools of crime which infallibly send their pupils out worse than they come in. This fact rests upon the testimony of sheriffs, jailers, inspectors, prison reformers and the prisoners themselves.

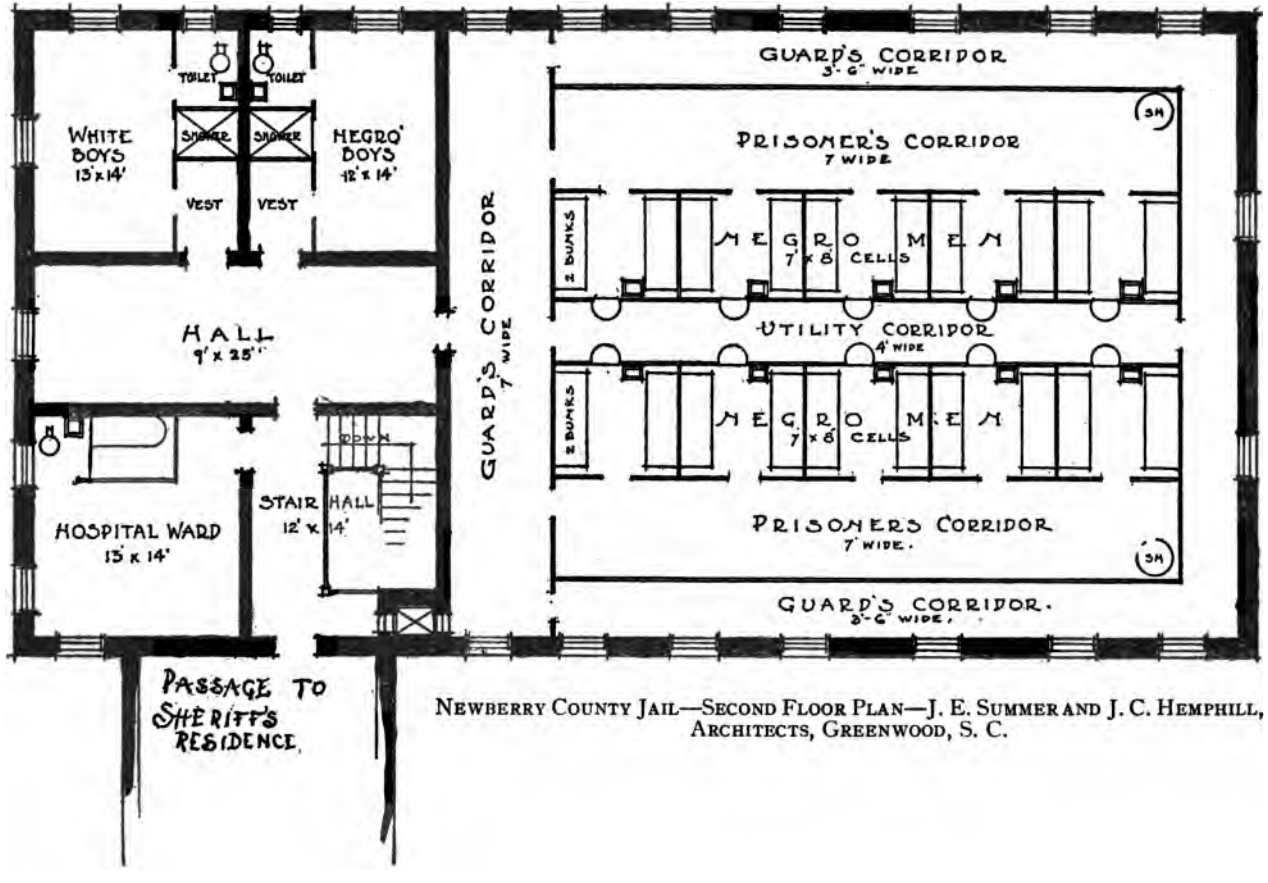
The evil effects of jail confinement are due largely to the use of the jails for too contradictory and inconsistent purposes: namely the temporary confinement of accused prisoners awaiting trial who have not been proven to be guilty and are as yet, in the eyes of the law, presumed to be innocent; and, on the other hand, the punishment of petty offenders who have been convicted and are presumably to be treated in such a manner as to prevent them from repeating their offences. In most jails prisoners old and young, guilty and innocent, associate in idleness and have a debasing influence upon each other.

South Carolina has an advantage in dealing with the county jail question because the prisoners serving sentence are not usually kept in jail with prisoners awaiting trial, and there is opportunity to deal with the jail prisoners in such a way as to prevent for the most part the corrupting influences of confinement. The State Board of Charities and Corrections has endeavored to improve the county jail system first, by friendly advice and instruction to jailers as to the performance of their duties; second, by a scoring system which enables the sheriffs and judges to compare the administration of their jail with that of others in the state and to discover wherein it needs to be improved; third, by assisting the county boards to secure such jail plans as will give opportunity for the proper care and classification of prisoners.

The new jail recently completed in Newberry County whose plans are presented herewith is an unusual example of jail planning. It gives opportunity for classifying prisoners according to color, sex, and age and for the separate confinement of



NEWBERRY COUNTY JAIL—FIRST FLOOR PLAN—J. E. SUMMER AND J. C. HEMPHILL, ARCHITECTS, GREENWOOD, S. C.



NEWBERRY COUNTY JAIL—SECOND FLOOR PLAN—J. E. SUMMER AND J. C. HEMPHILL, ARCHITECTS, GREENWOOD, S. C.

children and witnesses. On the first floor the cells are placed against the outside wall, affording a maximum of light and fresh air with opportunity to separate prisoners from each other and to give them privacy. On the second floor the cells are built on the cage plan, with a passageway between the cell block and the windows. It would be better if all of the cells were built against the outside wall; but if the present plan were to be repeated the two stories should be reversed, the outside cells being on the second floor and the cell block on the first floor because of the greater exposure of the first floor cells to communication from the outside.

County Chain Gangs

The work of the chain gangs has been carefully studied and systematically "scored" by the State Board of Charities and Corrections and they find that the methods and results of the foremen's management of 75 convict chain gangs show an average score of 358 points out of a possible 500; in other words, that they reach a little more than two-thirds of a reasonable degree of efficiency. The ten highest scores were 426, 401, 400, 398, 396, 390, 389, 386, 382, and 380. The State Board calls attention to the fact that "even as an economical means of building and repairing roads the county chain gang is at least open to question. The cost per convict per day is two or three times as much under South Carolina's county control system as it is under Virginia's state control system."

Assuming this statement to be correct, it is in accord with the general experience that state administration of charitable and correctional institutions is uniformly more efficient than county administration. From personal observation, the writer believes that the two state farms are efficient under their present administration and would be much more so if the recommendations of the State Board of Charities and Corrections are adopted.

Governor Manning's recommendation that wages be paid to the convicts, out of which they shall pay for their keep, the balance to be given to their families or to be used to give them a start in honest living, is radical but it is strictly in line with the best modern thought. A bill is now pending before Congress, prepared by the National Committee on Prisons and Prison Labor and officers of the American Federation of Labor, which provides that the labor of the United States prisons may be employed in producing war supplies, and that agreements may be made di-

rectly with state, county, and municipal prisons for the manufacture of goods for the Federal Government, provided that wages shall be paid the prisoners at the prevailing rates for similar labor and the cost of their maintenance shall be deducted, the balance to go to the prisoner or his family.

The plan of employing prisoners at ordinary rates of wages has been in use for eight years in Vermont and has been tested in Delaware, Connecticut, Ohio, and Wisconsin. It has invariably resulted in a surprising increase in the efficiency of the prisoners, and a very marked improvement in the number who became honest workmen after their discharge.

This fact makes the proposition a practical war measure. If the two state farms can have able-bodied men and can pay them ordinary wages, they can increase their production at least 50 per cent. If the number of reformed prisoners can be increased by this method, every one of them upon discharge will become a producer instead of a menace to society, and will immediately fill the place at home of another man who can be sent to the front. At the same time the agricultural products of the State will be correspondingly increased.

I suggest that the State Council of Defense and the State Board of Charities and Corrections send a joint committee, to be accompanied by the superintendent of the penitentiary and the managers of the two farms, to visit the State Farm at Raiford, Florida. The extraordinary success of this farm, directed by an able superintendent, is an object lesson which might be of the greatest service to the State of South Carolina at this time.

EDUCATION

The chief war demand upon the State, as has been indicated, is the demand for recruits for the public service. It must be borne in mind that we not only need men and women for actual war service but we must have them for carrying on our current activities—the activities of agriculture, manufacture, merchandise, commerce, education, religion and philanthropy. None of these things must be neglected even though we are straining every nerve to win the war. It is even more important that we shall have men and women ready to repair the losses and damages of war and to advance the future progress of the nation.

Education—religious, intellectual, industrial, and vocational—is the most important means of supplying recruits both for the

military and the civilian service of the State. The educational forces of the State must not only be conserved but increased as a war measure. All of the colleges and higher schools, both for white and colored students, must be maintained, and students should be urged to continue their studies unless actually drafted for military service in order that they may be qualified to become officers or leaders in the various lines of activity which have to do with the public welfare.

THE PUBLIC SCHOOL SYSTEM

Wealth and School Expenditure*

	1880 Cents	1890 Cents	1900 Cents	1904 Cents
United States	17.9	21.6	24.3	25.5
North Central Division	21.8	24.9	25.8	26.4
South Atlantic Division	13.6	17.1	19.4	20.0
Florida	9.6	13.3	21.5	21.9
Georgia	7.8	14.0	21.2	19.2
South Carolina	**10.1**	**11.2**	**18.8**	**20.3**

While the expenditure of South Carolina for public schools, in proportion to the true value of all real and personal property, is 20 per cent less than the average of the United States, it has doubled since 1880 and is up to the average of the South Atlantic states.

Public School Expenses per Inhabitant

The following table indicates the development and the relative standing of the public school system of South Carolina, as shown by the report of the United States Commissioner of Education for 1916:

	Expended per capita of total population †					
	1870	1880	1890	1900	1910	1914
The United States	1.75	1.56	2.24	2.84	4.64	5.62
South Atlantic Division	.63	.68	.99	1.24	2.20	2.79
Florida	.66	.43	1.32	1.45	2.36	3.27
Georgia	.24	.31	.65	.89	1.70	1.98
South Carolina	**.38**	**.33**	**.39**	**.67**	**1.29**	**1.83**

* Report of U. S. Commissioner of Education, 1916, Vol. 2, pp. 37 and 38.
† Report of U. S. Commissioner of Education, 1916, Vol. 2, p. 32.

The expenditures of South Carolina per inhabitant are one-third as large as the average of the United States and 66 per cent as large as the South Atlantic States.

EXPENSE PER PUPIL*

	Annual expense per capita of average attendance	
	For salaries only	Total expense
The United States	$22.76	$39.04
South Atlantic Division	12.35	18.91
Florida	12.99	21.88
Georgia	10.36	13.70
South Carolina	**8.38**	**11.17**

The expenditure of South Carolina per pupil is 29 per cent as large as the average of the United States and 59 per cent as large as the average of the South Atlantic States.

SALARIES OF TEACHERS†

	Average monthly salary	Average annual salary
The United States	$66.07	$524.60
South Atlantic Division	49.16	328.88
Florida	53.17	327.00
Georgia	43.68	305.76
South Carolina	**52.34**	**273.14**

The average monthly salary of teachers in South Carolina is 79 per cent of the average of the United States and 106 per cent of the average for the South Atlantic States which would seem very creditable; but the average annual salary of teachers in South Carolina is only 52 per cent of the average of the United States and only 83 per cent of the average of the South Atlantic States. That means that the school term in South Carolina is shorter and the teachers have to work at other employment a large part of the year while the pupils are deprived of school privileges as will be seen by the following table:

* Report U. S. Commissioner of Education, 1916, Vol. 2, p. 35.

† Report U. S. Commissioner of Education, 1916, Vol. 2, p. 30.

LENGTH OF SCHOOL TERM

	Average days attended by each pupil, 1914
The United States	117.8
South Atlantic Division	90.0
Florida	87.8
Georgia	91.4
South Carolina	**68.8**

It is manifest that the children of South Carolina are not enjoying equal school opportunities with the more fortunate children of other states. This appears also from the records of attendance:

SCHOOL ATTENDANCE*

	Number attending daily for each 100 enrolled, 1914
The United States	74.2
South Atlantic Division	67.2
Florida	71.4
Georgia	65.3
South Carolina	**66.1**

The disastrous effect of the shortcoming in public school education is seen in the statistics of the United States Bureau of the Census with reference to illiteracy as shown by the following table:

PERCENTAGE OF ILLITERATES, CENSUS OF 1910†

	Per cent of Illiterates		
	Children 10 to 14 years of age		Adults and children 10 years and over
	1900	1910	1910
	Per cent	Per cent	Per cent
The United States	7.1	4.1	7.7
North Central Division	1.0	0.4	3.2
South Atlantic Division	17.8	10.0	16.0
South Central Division	17.2	10.0	15.3
Virginia	15.7	9.2	15.2
North Carolina	21.8	10.1	18.5
Florida	13.8	10.3	13.8
Mississippi	22.4	12.8	22.4
Georgia	22.8	13.6	20.7
Alabama	28.9	16.4	22.9
South Carolina	**29.6**	**17.1**	**25.7**
Louisiana	32.9	24.6	29.0

From the foregoing table it will be seen that while South Carolina reduced the percentage of illiterates between the ages of 10

* Report United States Commissioner of Education, 1916, Vol. 2, p. 27.

† Same report, p. 23.

and 14 years from 29.6 in 1900 to 17.1 in 1910, she still stands second in the number of illiterate children. She stands second also in the total number of illiterates in proportion to the entire population, having a ratio of 25.7 per cent as against 29.0 in Louisiana. In the matter of Negro illiteracy, South Carolina stands third with a ratio of 38.7 as against 40.1 in Alabama and 48.4 in Louisiana. The illiteracy of the Negroes of Georgia and Mississippi is only slightly below that in South Carolina, but Florida, Virginia, and North Carolina have made much greater improvement.

White and Colored Children

The United States Bureau of Education has issued an elaborate report on Negro education by Dr. Thomas Jesse Jones from which we have compiled a comparison of public school work for the two races in South Carolina, as compared with other parts of the South.

Salaries of Teachers

	Teachers' Salaries Per Child	
	White	Colored
Sixteen Southern States, D. C., and Missouri	$10.32	$2.89
Florida	11.50	2.64
Mississippi	10.60	2.26
Alabama	9.41	1.78
Georgia	9.58	1.76
South Carolina	**10.00**	**1.44**

Illiteracy *

	Percentage of Illiteracy 10 years and over	
	White	Colored
	Per cent	Per cent
Sixteen Southern States, D. C., and Missouri	7.7	33.3
Florida	5.5	25.5
North Carolina	12.3	31.9
Louisiana	14.1	48.4
Mississippi	5.2	35.6
Georgia	7.8	36.5
Alabama	9.9	40.1
South Carolina	**10.3**	**38.7**

* Same report, p. 23.

From this statement it appears that the illiteracy of colored children and also of white children is excessive in South Carolina. The whites show an illiteracy of 10.3 per cent as against 7.7 for the sixteen Southern States collectively and the Negroes show an illiteracy of 38.7 per cent as against an average of 33.3 per cent.

The report on Negro Education above referred to says of South Carolina (Volume 2, p. 471): "The inadequacy of the elementary school system for colored children is indicated by the fact that the attendance in both public and private schools is less than 57 per cent of the children of elementary school age. The average term of the colored schools for South Carolina is 4.4 months. The teachers are very poorly prepared. The 7,431 pupils in private schools receive fairly good instruction, but they form only a small percentage of the 118,981 children attending school and a still smaller fraction of the 212,125 children of school age."

The report says further: "The most urgent need of the colored schools is trained teachers. The supply now depends almost entirely upon the secondary schools, most of which are private institutions. Of these only six offer a fairly good course in teacher-training. . . . The pupils in the graduating classes of all of the schools offering teacher-training subjects number about 250, an annual output obviously inadequate to meet the need for teachers in a state with over 835,000 colored people and 2,760 colored public-school teachers."

The report says also of agricultural training: "Only the State Agricultural and Mechanical School, Penn School and Voorhees Institute are beginning to make effective educational use of their farms. The number of pupils specializing in agriculture at the State School is small. The other three schools in the State which have farms have overlooked the value of a well planned class in agriculture."

The report calls attention to the fact that no state supervisor of colored schools is employed. Some special supervision is provided at private expense by the Jeanes Fund. A summer school for Negro teachers was held at the State Agricultural and Mechanical College for Negroes.

We find a growing conviction among the people of the South, especially the educators, that the common school education of the Negro is essential to the welfare of the community, on the one

hand as a preventive of vice and crime, and, on the other hand, to increase his efficiency.

I recommend the improvement of the Negro schools along the lines indicated by the report of Dr. Jones, not only as a matter of justice to the Negro children but as a means of checking the undesirable emigration of Negroes from the State, and as a means of increasing the efficiency of the working forces of the State.

Views of the State Superintendent of Education

A conference was had with the State Superintendent of Education who frankly discussed the deficiencies of the state school system. He said: "We suffer from an archaic system of taxation. Our present system is upside down. Under the present law, we have a state appropriation, a county tax, which is compulsory to a limited amount; and a district tax which is optional.

"Under the present law, the State appropriation is apportioned on the basis of the number of pupils in each district school as much as ten days during the preceding year. The districts are free to levy a tax, or to refuse to levy. This condition leads to the abuse that when the district has drawn the State money they may, if they choose, concentrate this money upon a small number of pupils and refuse to levy any local tax. For example, a district in a certain county draws state money for 800 Negro children and 50 white children. They employ four teachers, who give their attention to the 50 white pupils, and the 800 Negroes get practically nothing. The landholders who employ this Negro population are unwilling to levy any district tax. The remedy would be a State school tax, so regulated that each child, black or white, should have his share.

"The support of the schools is dependent upon the voluntary action of the local districts. Under this plan there has been a gradual improvement. Nine years ago we had 550 districts voting such taxes; now we have 1614. Nine years ago the maximum tax was four mills; now it is eight mills. We have persuaded the people to vote taxes until we have about reached the limit of this plan. I believe that education is a duty of the district, the county, the state and the nation, and the whole thing must be co-ordinated.

"Now as to the attendance side of school work: (1) There

should be a school census to show how many pupils are expected to attend. (2) There should be a State compulsory law for the full school term. (3) There must be truant officers: men that will carry moral force. Thus far we have no such law. School districts may adopt a local rule of compulsory attendance, but this is done in only about one-twelfth of the districts in the State. The rule has been adopted by working people who are eager to secure educational advantages for their children. The law must apply to white and colored children alike.

"(4) The State law should guarantee a school term of at least five months as a minimum. Under the present law we may have ten days or one hundred and fifty days.

"(5) The country school teachers should have the same standards and the same salaries as in the cities for like work. The country school teachers educate 80 per cent of the children of the State, but the compensation of the county superintendents in rural counties is only a fraction of what is paid in urban counties. This is a fundamental weakness of the country school. At present the only legal qualification for county superintendent is a poll tax receipt and a certificate of election. In one county the superintendent's salary was fixed at $5 per year. Unfortunately, it will require changes in the constitution to correct some of these abuses.

"(6) Our normal schools for teacher-training are inadequate. We have one good normal school for girls with 1,000 students, and a normal department at the State University with about 60 students. The Negro Agricultural and Mechanical College has about 600 students, male and female. They admit pupils who have been through the seventh grade, and much of the material is very poor. The church colleges are making a lot of good Negro teachers. In the city of Charleston we have had for many years some white teachers in Negro schools, which is a unique plan. We need a single standard for the examination and certification of teachers, and we need an improvement of the county superintendent's office."